



**Missouri Department of  
Higher Education and  
Workforce Development**

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**Release Date:**

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July 01, 2021

**Expiration Date:**

Continuous, until further notice

**SUBJECT:** Measurable Skill Gains Policy

**ATTACHMENTS:** None.

*This Issuance is Official Policy  
of the Missouri Office  
of Workforce Development*

**ISSUING AUTHORITY:**

Mardy Leathers, DMgt  
Director  
Office of Workforce  
Development (OWD)

**THIS ISSUANCE DOES NOT  
REQUIRE CREATION OR  
ALTERATION OF A  
CORRESPONDING LOCAL  
POLICY**

**KEYWORDS:**

Credit hour, EFL, Exam,  
Milestone, MSG Report Card,  
Transcript.

**THIS ISSUANCE AFFECTS:**

Missouri One-Stop Delivery System (MJC/AJCs)  
WIOA Title I Local Areas/Local Boards/Local Plans  
WIOA Title I Performance/Accountability  
WIOA Adult Employment/Training  
WIOA Dislocated Worker Employment/Training  
WIOA Title III Wagner-Peyser Act Services  
Trade Adjustment Assistance  
State of Missouri Workforce System Procedures

**FOR THE ATTENTION OF:**

One-Stop frontline staff  
Chief Elected Officials  
Local WDB Directors  
DHEWD State Professional Staff  
Sub-recipient Staff  
Local Fiscal Agents  
One-Stop Operators  
One-Stop Functional Leaders  
Service Providers  
Local Compliance Monitors

**RESCISSIONS:**

OWD Policy 19-2017, "Measurable Skill Gains Policy," February 02, 2018.

**REFERENCES:**

U.S. Department of Labor, Employment and Training Administration, [\(TEGL\) No. 10-16, Change 1](#) "Performance Accountability Guidance for Workforce Innovation and Opportunity Act (WIOA) Title I, Title II, Title III and Title IV Core Programs," August 23, 2017.

## SUMMARY:

This Issuance establishes the Office of Workforce Development (OWD) policy and procedures for documenting and recording “Measurable Skill Gains,” which is one of the six core measures tracked by the state and reported to the federal government to determine performance outcomes.

## BACKGROUND:

Section 116<sup>1</sup> of the Workforce Innovation and Opportunity Act (WIOA) establishes performance accountability indicators and performance reporting requirements to assess the effectiveness of states and Local Workforce Development Areas in achieving positive outcomes for individuals served by the workforce development system. Part 677<sup>2</sup> of the regulations implementing Title I of WIOA describes state and local reporting requirements.

U.S. Department of Labor (DOL) guidance<sup>3</sup> clarifies various aspects of the operational parameters and specifications of the indicators of performance. It also revises and rescinds previous federal guidance on this subject.

## SUBSTANCE:

A Measurable Skill Gain (MSG) is “the percentage of program participants who, during a program year, are **in an education or training program that leads to a recognized postsecondary credential or employment** and who are achieving measurable skill gains, defined as documented academic, technical, occupational, or other forms of progress, [toward] such a credential or employment.”

The MSG indicator measures interim progress of participants enrolled in education or training services for every Program Year in which they are participating. *This measure is not exit based.* Regardless of how many gains a participant actually achieves, only one MSG per participant, per program year, will count toward performance.

Depending on the type of education or training program, [TEGL 10-16, Change 1](#), defines “documented progress” as achieving at least one of the following outcomes:

1. Documentation showing achievement of at least one Educational Functioning Level (EFL) by a participant who is receiving instruction **below the postsecondary education level**; provided the participant has achieved at least one EFL since the initial intake assessment.

The State will only accept this measure for participants in the WIOA Title II Adult Education and Literacy (AEL) program overseen by the Department of Elementary and Secondary Education.

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<sup>1</sup> [29 U.S.C. 3141](#).

<sup>2</sup> [20 CFR Part 677](#).

<sup>3</sup> U.S. Department of Labor, Employment and Training Administration, Training and Employment Guidance Letter [\(TEGL\) No. 10-16, Change 1](#), August 23, 2017.

If AEL-staff administer the basic skills assessment (TABE), Job Center staff must accurately enter the scores into the EFL tab in the statewide electronic case-management system and retain documentation of the scores.

If staff other than AEL-staff administer the TABE, then staff must enter those scores **ONLY** on the Objective Assessment or in the “Assessment” section under the Case-Management Profile.

Although the WIOA Youth program requires an assessment of basic skills for every Youth participant, staff should only enter test scores in the statewide electronic case-management system (currently under the EFL tab) when working toward this MSG-EFL gain.

2. Documentation showing attainment of a **secondary school diploma or its recognized equivalent**. This applies to participants who:

- Are enrolled in education;
- Are given the appropriate activity code/service<sup>4</sup>; and
- Attain a secondary school diploma or its recognized equivalent.

Staff must verify the diploma or equivalent certificate. Staff must retain documentation and post the credential the statewide electronic case-management system. **Posting a credential in the system automatically reports a MSG-skills progression.**

3. Documentation of completing a sufficient number of credit hours to demonstrate the participant is meeting the State’s academic standards. For secondary education, documentation includes a **high school transcript or report card for one semester** showing the participant is achieving statewide minimum academic standards. In order to graduate from secondary education, Missouri requires 24 state recognized credits. Therefore, in order to make successful progress a secondary education participant must achieve three credits per semester. Successful completion of a **minimum of three credit** per semester is required to count as a MSG-transcript/report card.

DOL sets the specific number of credit hours for **postsecondary education at 12 completed credit hours for fall and spring semesters, and 6 completed credit hours for the summer semester, for full-time students**. For part-time students, the number is 12 completed credit hours, in total, over two consecutive semesters since enrollment as a participant. For example, if a postsecondary student completed 6 hours in the spring semester and then completed 6 hours in the fall semester and since those semesters crossed two program years, there would not be a MSG-transcript/report card for the first program year but there would be a MSG-transcript/report for the second program year<sup>5</sup>. While the credit hours must be earned in consecutive semesters, they do not have to be completed in the same Program Year.

Acceptable documentation includes a postsecondary transcript or report card from the school, indicating successful completion or other official documentation from the school system. Staff

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<sup>4</sup> OWD’s most current policy on “[Participant Activity Codes](#)”.

<sup>5</sup> [TEGL 10-16, Change 1. Pg. 20.](#)

must verify, retain documentation, and post the MSG-transcript/report card in the statewide electronic case-management system.

This category applies to all traditional classroom training programs, such as Associate and Bachelor degrees, LPN, Registered Nurse programs and short-term training programs where the student must meet specified benchmarks to progress in the training. Trade-related training programs/institutions are not included in the MSG-transcript/report card category.

For gain type three, the Local WDB's must utilize the applicable academic system in use by the secondary or postsecondary institution in which the participant is enrolled including, but not limited to, semesters, trimesters, quarters, and clock hours for the calculation of credit hours (or their equivalent) when documenting progress towards MSG-transcript/report card.

4. A report of satisfactory, or better, progress toward **established training milestones**. For example, this can include completed stages of On-the-Job Training (OJT), the completion of benchmarks or milestones during an apprenticeship program, or a report from an employer or training provider providing the training.

OJT requires monitoring at the midpoint and at the endpoint of the training period. The documentation showing successful completion from either the midpoint or endpoint monitoring process will provide the determination of a MSG-training milestone for OJT. OWD defines successful completion as being employed at the time of the monitoring review and is making adequate process achieving Training Plan milestones which must be collaborated by the employer. Staff must document the monitoring of the OJT at the midpoint and at the endpoint of the training, utilizing official OJT monitoring forms and following the instructions in OWD's OJT Policy and Procedures Manual. Staff must verify and retain a copy of the monitoring report in the statewide electronic case-management system.

An apprenticeship program may have identified benchmarks that may count as a MSG-training milestone. Benchmarks for apprenticeships may include, but are not limited to, obtaining a nationally recognized portable credential, receiving higher wages, and/or career advancement. Staff must verify, retain a copy of the documentation, and post the MSG-training milestone in the statewide electronic case-management system.

For gain type four, OWD recommends the Local WDB's collaborate with non-traditional training providers to outline expected training milestones, applicable to all trainees, **prior to the start of training**. For example, a tri-course program that requires successful completion (80% or higher) in the first course before the participant may start the second training course, this would be considered a MSG-training milestone. Staff must verify, retain documentation from the employer or training identifying the achieved milestone, and record the MSG-training milestone in the statewide electronic case-management system.

5. **Successful passage of a knowledge-based or skill-based exam required for a particular occupation** or that demonstrates progress in attaining technical or occupational skills. Exams or assessments must be required for the completion of a WIOA Credential.

Evidence of a MSG-skills progression may include trade-related benchmarks that were clearly established prior to the start of training. Examples include, but are not limited to:

- Passing the Certified Nursing Assistant training
- Passing the Commercial Driver License course
- Cosmetologist exam,
- Civil service exams,
- Welding tests (MIG vs. TIG)

**The successful passing of the exam must be essential to getting a job, a requirement to advance in a job, or is necessary to obtain a credential.** Staff must verify and retain a copy of the results of the exam in the statewide electronic case-management system participant record.

Although DOL has given the State some flexibility with identifying MSGs, they have identified trainings that do not qualify for this performance measure. For example, DOL has made clear that OSHA trainings are for basic safety protocols and are not job/occupation specific, therefore, do not count as a MSG.

Additionally, staff cannot post a MSG for Trade benchmark reviews. Benchmark reviews do not collect the necessary information to warrant a MSG as they only ensure an individual is on track to complete classroom training and is making satisfactory progress to maintain TRA benefits. Trade program staff must follow the guidance outlined in this policy.

#### **ROLES, RESPONSIBILITIES, and REQUIRED ACTIONS:**

All Workforce System staff must read, understand, and implement the information outlined in this policy.

#### **TIMELINE:**

Implementation of these rules.....**Immediate and Continuous**

#### **INQUIRIES:**

Please direct all questions or comments regarding this Issuance document to [dwdpolicy@dhewd.mo.gov](mailto:dwdpolicy@dhewd.mo.gov). All active Issuances are available at [jobs.mo.gov/dwdissuances](https://jobs.mo.gov/dwdissuances). Expired/rescinded Issuances are available on request.

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